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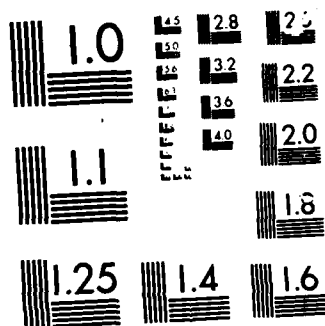
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TECHNICAL REPORT CPO-86-1

EFFECTIVENESS OF THE VETERAN'S READJUSTMENT PROGRAM
AT THE US ARMY MISSILE COMMAND IN ATTRACTING BLACKS
INTO THE WORK FORCE THROUGH FY 84 - FINAL REPORT

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Civilian Personnel Office
US Army Missile Command

December 1985

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U.S. ARMY MISSILE COMMAND

Redstone Arsenal, Alabama 35898-5000

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PREFACE

The Veteran's Readjustment Program was to expire at the end of FY 84; however, it was extended for two years, beginning with FY 85, and the grade levels for recruitment were expanded to GS-1 through GS-9. This increased grade level for hiring will very likely influence the program in future recruitment of targeted personnel; therefore, it is appropriate to conduct a study and determine results of the program prior to its expansion to recruit at the GS-9 level. This is the final report concerning the Veteran's Readjustment Program for recruiting blacks into the U.S. Army Missile Command workforce at grades GS-1 through GS-7. Presented is an analysis of the program from FY 78, when the program was initiated, through FY 84, the last year of recruitment with this grade limitation. Technical Report, CPO-84-1, previously published, analyzed the program at the U.S. Army Missile Command for the period FY 78 through FY 83.

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I. INTRODUCTION

Recruitment activity in the federal government contains a built-in requirement for Equal Employment Opportunity (EEO) and Affirmative Action (AA). According to the Comptroller General's Report (1979) (1), the Civil Service Act of 1883 established the Civil Service Commission to administer a merit staffing system which included planning and carrying out a competitive examining program to meet the personnel needs of the federal competitive service. The act stipulated that:

The President may prescribe rules which shall provide as nearly as conditions of good administration warrant for (1) open, competitive examinations for testing applicants for appointment in the competitive service which are practical in character and as far as possible relate to matters that fairly test the relative capacity and fitness of the applicants for the appointment sought (p. 1.).

At the time of its creation, the Civil Service Commission's principal function was to develop and maintain a merit system and to protect it from falling under the spoils system. The Civil Service Act, and later the Veteran's Preference Act of 1944, provided procedures under which applicants were appointed to federal jobs on the basis of their qualifications and fitness, rather than on the basis of personal preference or political connection.

According to the Comptroller General's Report, September 29, 1977 (2), it was not until almost 60 years after the Civil Service Act's passage that racial or ethnic discrimination was expressly prohibited in federal employment. The Ramspeck Act of 1940 provided a statutory ban on discrimination based on race, color, or creed. Prior to its passage, President Roosevelt issued the first of a series of Executive Orders prohibiting racial, ethnic, and religious discrimination in federal employment. In 1961, President Kennedy issued Executive Order 10925 (3), which established the President's committee on Equal Employment Opportunity designed to provide new emphasis on affirmative action.

Veterans have historically received preference in federal employment as far back as the Revolutionary War. According to the Comptroller General's Report (1977), the Veteran's Preference Act of 1944 was introduced as a measure of national gratitude and compensation for those who had given up their usual occupations and acted in defense of their country.

In response to high unemployment rates for Vietnam Era Veterans, Executive Order 11397 was issued in 1968. Executive Order 11397 (4) granted special hiring authority which enabled federal agencies the right to employ noncompetitively certain Vietnam Era Veterans.

The purpose of this research was to determine what percentage of the Vietnam Era Veterans employed through the Veteran's Readjustment at the U.S. Army Missile Command were black. For comparison purposes all other recruitment from outside the government, grade 1 through 7, was analyzed to determine what percentage of those appointed from all other sources from outside government were black.

II. U.S. ARMY MISSILE COMMAND

Contrary to the beliefs of some people, the Department of Defense is far from being exclusively a military organization and must rely on the latest expertise in the field of personnel management in order to attract and retain a competent work force. The U.S. Army Missile Command located on Redstone Arsenal is a 39,000 acre military reservation in Madison County, Alabama, and is responsible for the total life cycle management of all Army missile systems. Total life cycle management includes research, development, production management, procurement, quality assurance, maintenance, and logistics support to U.S. troops or to foreign governments that have purchased Army missile systems. In Fiscal Year 83, \$4.834 billion dollars were appropriated for procurement of supplies, missile hardware, and services that were needed to perform the U.S. Army Missile Command's mission. There are more than 8,000 civilian and approximately 1,000 military employees assigned to this command.

A work force comprised of both military and civilian employees is unique to the Department of Defense because of its dichotomous administrative and organizational structure. Some obvious differences are unions, dress, wages, and benefits. Since as early as 1775, civilians have worked with and for the military as riflemakers, quartermasters, and physicians.

III. ESTABLISHMENT OF CIVIL SERVICE

As a result of widespread corruption in President Grant's administration, civil service reform became a visible national issue in the 1870s. A National Civil Service Reform League was organized in August of 1881. While the membership was small, an effective propaganda effort was carried on by the use of monographs and pamphlets. The appeal of these writings was primarily to ethical and moral principles rather than to economy or efficiency (Van Riper, 1976) (5).

It was the assassination of President James Garfield by Charles J. Guiteau, a federal job seeker, that gave impetus to the passing of the Civil Service Act in 1883. The period's news media attacked the spoils system and helped insure senate committee hearings and, eventually, passage of the Civil Service Act. This act established the Civil Service Commission (the name was changed in 1978 to Office of Personnel Management), which was designed to bring a merit system to government service and replace the practice of political patronage. Success and effectiveness in the federal personnel program administration was not an overnight achievement. Some analysts blame early ineffectiveness on the fact that the commission was created from a negative viewpoint. Early emphasis was placed on insuring that government agencies refrained from certain activities rather than the application of effective, positive measures.

In assisting federal agencies to fill vacancies, the Office of Personnel Management administers provisions of the Civil Service Act of 1883,

the Veteran's Preference Act of 1944, and various executive orders and laws. The Office of Personnel Management conducts operations at headquarters offices in Washington, D.C., in 10 regional offices, and in area offices in various states. According to the Comptroller General's Report (May 16, 1979) (1), during the fiscal year 1978, the Office of Personnel Management spent about \$35.4 million on examination and referral of applicants, processed 1.6 million applications, and referred 1.1 million applicants to federal agencies, from which 152,771 selections were made.

IV. ADJUSTMENT PROBLEMS OF VETERANS

A search of literature revealed that since the 1960's numerous articles have been written and studies conducted concerning employment and problems faced by Vietnam Era Veterans. O'Brien, Nace, and Myers (1975) (6) conducted a study of Vietnam Veterans in an effort to clarify the impact of drug abuse in Vietnam on the adjustment of veterans to civilian life. Since all servicemen involved in the Vietnam conflict were exposed to illicit drugs and screening exams administered prior to exit from the country revealed that some used significant amounts, O'Brien et al. (1975) wanted to determine if the men with a history of drug abuse had a more difficult adjustment to civilian life.

The adjustment period looked at by O'Brien et al. (1975) was a period of 2 to 3 years after discharge from military service. The drug abuse sample was drawn from admission folders of soldiers from the Philadelphia area who were treated at two drug centers in Vietnam. The non-drug abuse samples were drawn from non-drug admissions to Army hospitals in Vietnam. Rate of unemployment, marital instability, and alcohol use was higher for the drug abuser. The score on the Beck Depression Inventory was more than four points higher for the drug abuser.

U.S. Department of Labor (1974) (7) conducted a study of the job situation of Vietnam Era Veterans for the period 1970 through 1974 and found that, while unemployment rates of older Vietnam veterans approximated non-veterans, younger Vietnam Era veterans (ages 20 to 24 years) had considerably higher employment rates. The study showed that black veterans had considerably more difficulty than white veterans in finding employment, and during part of this period, the unemployment rate for black veterans was twice as high as for white veterans. The study found that the median income for veterans age 20 to 24 was higher for veterans than non-veterans. Part of this difference was attributed to military and veterans' payments. Even during periods when employment among veterans and non-veterans was about equal, the veterans had a higher proportion who were reentrants or new entrants to the work force. Non-veterans were often unemployed because of plant closing, dismissal, expiration of temporary jobs, etc.

Veterans' Administration (1978) (8) conducted a study which focused on the educational and income characteristics of veterans. In 1977, families headed by male veterans had a median income of \$19,800 compared with \$15,540 median income of non-veteran-headed families. This study stated that income level was highly related to both age and level of education just as it had been in prior census surveys. For age levels within each educational attainment group (elementary, high school, college), the median income of veterans generally was higher than for their non-veteran counterparts. Historically,

veterans have had higher educational attainment than non-veterans. The high educational attainment was attributed to the effect of post service re-adjustment benefits as well as the selection process that potential servicemen face when they enter military service. The study concluded that as of March 1978 veterans had more education than non-veterans. The difference was mainly a result of higher educational attainment by the older veterans. Younger veterans had less education than their non-veteran counterparts. This fact may have resulted from their reduced educational opportunities while in service as much as from the effect of educational gains among the non-veterans resulting from deferments. By the time younger veterans are into their middle thirties, programs such as Educational Assistance have helped them to make up much of the difference in education between themselves and non-veterans. The report stated that, among both veterans and non-veterans, higher income went hand in hand with higher levels of educational attainment.

The Employment and Training Report of the President (1981) (9) stated that, in fiscal year 1980, Vietnam Era Veterans aged 25 to 29 had an unemployment rate of 8.9% while their non-veteran counterparts had an unemployment rate of 6.8%. There was little difference in unemployment rates among veterans and non-veterans in older age groups. Despite their shrinking number, younger Vietnam Era Veterans continue to represent a labor market group with significant employment difficulties. In fiscal year 1980, the jobless rate for Vietnam Era Veterans ages 20 to 24 was 14.7% as compared to 10.8% for their 20 to 24-year-old non-veteran counterparts. The unemployment rate of black veterans was higher than that of white veterans. The unemployment rate for 25 to 39-year-old black (and other racial minorities) veterans averaged 10.9% in fiscal year 1980, more than twice the 4.8% rate of white veterans.

A U.S. Department of Labor report on employment and earnings in August 1982 (10) showed, as of July 1982, that male Vietnam Era Veterans aged 25 to 39 years fared better than their non-veteran counterparts in obtaining employment. The percentage of Vietnam Era Veterans aged 25 to 39 years unemployed in July 1982 was 8.9% as compared to 9.2% for non-veterans. In the agegroup 25 to 29, Vietnam Era Veterans had a higher unemployment rate, 14.9%, as compared to non-veterans, 11.1%.

Kelley (1972) (11) researched the effects of military experience on socialization of Vietnam Era Veterans and found that in spite of the many programs made available through federal funding many veterans were returning to civilian life unprepared for the transition. Kelley stated that the administration of veterans benefits had been difficult from the beginning because political expediency caused many of the administrative problems to be overlooked. He also stated that in 1968 the Veterans' Administration established a network of U.S. Veteran's Assistance Centers to implement four local objectives into benefit and service programs for Vietnam Era Veterans. Objectives of the program were to:

- A. Promote the highest possible educational achievement.
- B. Facilitate rapid social and economic readjustment to civilian life.

C. Further the achievement of a high standard of living and a productive satisfying life.

D. Receive and channel appropriate actions on discrimination complaints concerning civil rights.

Kelley's study was designed to determine if the military experience was utilized as a bridge from dependence to independence. The findings of this study indicated that, where military service as an intervening experience had impact, the effect tended to be more positive than negative in promoting adult socialization. The findings indicated that the value of military service was in the promotion of personal qualities rather than in the promotion of specific job skills.

V. VETERAN'S READJUSTMENT APPOINTMENTS

A special authority granting federal agencies the right to employ non-competitively certain Vietnam Era Veterans (VEV's) was established in 1968 by Executive Order 11397 (4). The Transitional Appointment Authority enabled each agency to direct-hire Vietnam Era Veterans who had completed not more than 1 year of education above the high school level into jobs at grades General Schedule (GS) 5 or Wage Grade (WG) 5 or below, if appointed within 1 year of military separation. The veteran was required to complete a formal educational program within a period of from 1 to 8 years and was converted to Career or Career-Conditional status upon completion. The educational program was restricted to institutional training, and the veteran was not eligible for position change.

On 26 March 1970, Executive Order 11521 (12) replaced the Transitional Appointment with the Veteran's Readjustment Appointment (VRA) which had several advantages over the former. Eligibility was expanded to include those who had completed not more than 2 years of education above the high school level; the time before conversion was set at a flat 2 years; the training program was changed to extend for not less than 1 year and may include planned on-the-job training, classroom training, or a combination of the two; and the appointees became eligible for noncompetitive movement by reassignment, transfer, or promotion.

On 3 December 1974, Public Law 93-508, the Vietnam Era Veteran's Readjustment Assistance Act (13), became law. Section 403 of that Act incorporated by reference the Veteran's Readjustment Appointment Authority with one change. Where previously the veteran was only eligible for a VRA appointment for a period of 1 year from separation (or release from hospitalization or treatment immediately following separation from the Armed Forces), that period was extended by the length of time a veteran is continuously enrolled in a program of education on more than a half-time basis, with an additional provision that at least 6 months of eligibility remains when the veteran leaves the program.

On 26 October 1978, Public Law (PL) 95-520 (14) was signed into law liberalizing the Veteran's Readjustment Program to provide improved federal employment opportunities for Vietnam Era veterans. Under the provisions of this revised program, federal personnel offices are required to establish an inventory of eligible veterans. The eligibility level of

employment was raised from WG-5 and GS-5 to WG-7 and GS-7. The educational limit on compensability disabled veterans was removed.

Recruitment procedures for Vietnam Veterans are relatively simple. Each federal agency including the U.S. Army Missile Command maintains their own inventory of applicants and are not required to request a list of eligibles from the Office of Personnel Management.

At the U.S. Army Missile Command, Vietnam Era Veterans file applications directly and are rated for up to five positions of their preference. Federal managers can either utilize traditional Office of Personnel Management procedures to recruit for positions grade 1 through 7 or they can utilize the Veteran's Readjustment Program. If a manager decides to utilize traditional Office of Personnel Management procedures, he/she is restricted to selecting from the top three applicants and cannot pass over or fail to select a veteran to select a non-veteran. Since the Veteran's Readjustment Program rates applicants for basic eligibility and does not further rate, rank, and assign numerical scores, managers are privileged to select from any of the listed eligibles.

VI. EQUAL EMPLOYMENT OPPORTUNITY

Because of the requirement that all federal recruitment procedures guarantee equal employment opportunity the following review of the literature in the area of Equal Employment Opportunity and Affirmative Action is provided.

For the most part, civil service recruitment procedures were accepted as fair and equal until the early 1960s. Heightened awareness and the emergence of charismatic black and female leadership led to a push for changes in the overall society which would eventually challenge traditional recruitment practices.

While the government was not included in the Civil Rights Act of 1964, that statute did state that the U.S. policy was to insure nondiscrimination in federal employment based on race, color, religion, sex, or national origin. Executive Order 11246 issued by President Lyndon B. Johnson on September 24, 1965 (15) transferred federal equal employment enforcement to the Civil Service Commission and established the policy of the government to:

Provide equal opportunity in federal employment for all qualified persons, to prohibit discrimination in employment because of race, creed, color, or national origin and to promote the full realization of equal opportunity through a positive, continuing program in each executive department and agency (p.1).

Executive Order 11375, dated October 13, 1967 (16), prohibited discrimination on the basis of sex. On 8 August 1969, President Nixon issued Executive Order 11478 (17) which stated that "equal employment opportunity must be an integral part of every aspect of personnel policy and practice in the employment, development, advancement and treatment of civilian employees of the federal government" (p.1). Executive Order 11478 set forth a new direction for the Equal Employment Opportunity program and

emphasized that each federal agency was responsible for developing an affirmative action program.

According to the Comptroller General's Report September 29, 1977 (2), the order stated that the government policy was to:

- A. provide equal opportunity in federal employment for all persons
- B. prohibit discrimination in employment because of race, color, religion, sex, or national origin
- C. promote full equal employment opportunity through a continuing affirmative action program of each executive department and agency.

This equal opportunity policy was to apply to, and be an integral part of, every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the government.

Under Executive Order 11478 (17), the Civil Service Commission was directed to:

- Review and evaluate program operations.
- Obtain necessary data and report to the President on overall progress.
- Issue appropriate regulations, orders, and instructions with which agencies must comply.
- Provide prompt, fair, and impartial consideration of all complaints involving federal employment discrimination.
- Provide counseling for employees who believe they have been discriminated against and encourage informal resolution of these matters.
- Provide for appeals of decisions to the Civil Service Commission following impartial review by the federal agency involved.

The Equal Employment Opportunity Act of 1972 (18) was the legal basis for assuring equal employment opportunities for females and minorities. The Civil Service Commission was assigned responsibility for leadership and enforcement. Under terms of this act, each federal agency was directed to establish an Equal Employment Opportunity program as a part of the personnel policy. A major thrust of the act was to provide affirmative action for increasing representation of minorities and females in the federal work force. Agencies were required to continuously report progress made toward Equal Employment Opportunity actions.

Additionally the Civil Service Commission was required to:

- Annually approve national and regional Equal Employment Opportunity plans (commonly referred to as affirmative action plans) submitted by each agency.

--Review and evaluate the operation of agencies' Equal Employment Opportunity programs.

--Publish periodic reports reflecting the government's progress in providing Equal Employment Opportunity.

The Civil Service Reform Act enacted on October 13, 1978 (19), stated that in order to have a competent, honest, and productive work force, personnel management should be implemented consistent with the merit system principles.

One of the primary principles as defined by the act was that:

Recruitment should be from qualified individuals from appropriate sources in an endeavor to achieve a work force from all segments of society, and selection and advancement should be determined solely on the basis of relative ability, knowledge, and skills, after fair and open competition which assures all receive equal opportunity (Public Law 95-454 Civil Service Reform Act, 1978).

Public policy as defined by Congress in the above paragraph, by passage of the Civil Service Reform Act, is to recruit and attract a federal work force that mirrors the larger society as to race, sex, and ethnic group. Each federal agency is required to analyze their work force regarding composition of females and minorities and, accordingly, design an affirmative action program that will allow the agency an opportunity to achieve a work force that mirrors the civilian labor force of the recruitment area.

A major requirement of the Civil Service Act of 1883 was to hold open, competitive examinations for applicants for competitive service appointments. These examinations should be practical in character and as far as possible relate to matters that fairly test the relative capacity and fitness of the applicant for the appointment sought. Minority and ethnic group members began to challenge the validity of the competitive examination process both in the public and private sector in the 1960s and early 1970s. Minority group members began to resort to litigation in an effort to gain relief that they had been unable to win through administrative procedures.

A summary of Supreme Court civil rights decisions involving relevant labor force, civilian labor force, and employment related statistical issues was provided by Niehaus and Nitterhouse (1980) (20), as follows.

This first major case, Griggs v. Duke Power Company, was one in which the Court held that tests used for employee selection must be job related. Majority opinion held that job qualifications are the controlling factor that determine employment discrimination. Griggs was a prelude to later decisions which discussed relevant labor force civilian labor force issues directly.

In Teamsters v. United States, the Court affirmed the idea that statistics could be used to either prove or disprove discrimination. The issue of seniority systems was addressed, with an opinion stating that "an otherwise neutral, legitimate seniority system does not become unlawful under Title VII simply because it may perpetuate pre-act discrimination."

The Hazelwood School District v. United States case spoke directly to issues of statistical significance testing, relevant labor force, and labor market geographic area. Essentially, the conclusion reached was that uses of all normal rules of statistics as applied to social systems are valid in determining if discrimination is present. The Court held that relevant labor force is the proper standard when comparing racial composition of the school district's teaching staff and racial composition of the qualified public school teacher population. This includes use of a geographic area consistent with the relevant labor force standard.

The Regents of the University of California v. Alan Bakke case, although a Title VI case, had obvious implications for preferential personnel practices. The decision seemed to indicate that affirmative action programs are permissible, especially if past racial discrimination were proved, and particularly by the organization in question. In Bakke, civilian labor force statistics were used as the standard. However, the idea of a straight quota was opposed by the justices who found that Bakke's rights had been denied.

The above cited court cases, plus the Angel G. Luevano et al. v. Alan Campbell et al. (21) case that was decided in the United States District Court for the District of Columbia on 9 January 1981, provided continuing guidance for federal installations and other organizations in the area of affirmative action and fair and valid examination procedures. According to the Luevano case (1981), both the plaintiffs and the United States Government filed a joint motion for entry into a consent decree whereby the government would no longer utilize the Professional and Administrative Career Examination. This exam had been used to screen for over 100 General Schedule 5 and General Schedule 7 entry level government positions and had long been under attack by minority groups who charged that it was a culturally biased test. This case was particularly important because the Civil Service Commission had long maintained that this exam was one of the most thoroughly unbiased tests that was being utilized.

VII. RESULTS

The purpose of this study was to compare the Veteran's Readjustment Program with all other recruitment procedures to ascertain its effectiveness in attracting a larger percentage of blacks into the work force at the U.S. Army Missile Command.

The population considered in this study included all of the people hired from outside government service into the U.S. Army Missile Command grades 1 through 7 from fiscal year 78 through fiscal year 84. Pay grades 1 through 7 are the grades to which Vietnam Era Veterans are eligible for appointment through the Veteran's Readjustment Program. The principle pay system in the federal service is divided into 18 grades or levels with grade 1 representing the lower level (i.e., routine, repetitive duties) and grade 18 the upper level (i.e., high level managerial positions). Grades 1 through 7 typically represent clerical, technical and entry level professional/administrative positions. Total hires by race, sex and veteran's status for traditional Office of Personnel Management recruitment procedures as well as total hires by race, sex, and veteran's status through the Veteran's Readjustment Program were considered. The use of the total population recruited through these two programs eliminated the need for inferring results from statistical sampling methods used in most research studies

of this nature. The utilization of the total population from both recruitment sources provided a direct comparison of percentages of black and white females recruited through both programs. This study considered a difference of 5% from one program to another as significant.

Recruitment data for fiscal year 78 through fiscal year 84 for the Veteran's Readjustment Program was compared against all other recruitment data for the same time frame for appointments grades 1 through 7 from outside the government. Mean percentages were developed by year from each program, and a comparison was made to determine if there was a 5% difference in the percentage of recruitment by categories, by programs. A mean percentage for all 7 fiscal years was developed to provide an overall comparison.

Table 1 compares the percentages of blacks recruited to the U.S. Army Missile Command through the Veteran's Readjustment Program to the percentages of blacks recruited through all other procedures for the period fiscal year 78 through fiscal year 84. As depicted in this table, over 5% more blacks were recruited through the Veteran's Readjustment Program than through all other recruitment procedures for the 7 years studied. The composite mean percentage for the Veteran's Readjustment Program for all 7 years, as shown, is 32.0% as compared to the composite mean percentage of 17.0% for all other recruitment procedures.

The Veteran's Readjustment Program has exceeded all other recruitment procedures by 15% in successfully recruiting blacks. In each year for which data are available, the Veteran's Readjustment Program exceeded traditional Office of Personnel Management procedures in attracting higher percentages of blacks into the work force. The overall trend has been toward steadily increasing the percentage of blacks hired through the Veteran's Readjustment Program.

VIII. DISCUSSION

The Veteran's Readjustment Program is viewed as providing federal managers with an efficient and effective recruitment source for positions grades 1 through 7. Because the list of eligibles is issued by the U.S. Army Missile Command Civilian Personnel Office, the time frame for recruitment is usually less than when lists of eligibles are obtained from other sources.

Managers are free to consider the Veteran's Readjustment Program as a source of eligibles and may recruit from other sources if they so desire. The fact that managers at the U.S. Army Missile Command have continued to utilize this program to fill over 10% of positions filled from outside government, grades 1 through 7, indicates a general acceptance of the Veteran's Readjustment Program.

The Veteran's Readjustment Program had a positive impact on the recruitment of blacks. The U.S. Army Missile Command made great strides in increasing the percentage of blacks in the work force. In fiscal year 77, blacks accounted for 6.2% of the employees at the U.S. Army Missile Command. In fiscal year 84, blacks comprised 10.1% of the work force. Without question, the larger percentage of blacks brought into the work force through

the Veteran's Readjustment Program helped to increase the percentage of blacks appointed to positions at the U.S. Army Missile Command. Based on data from the U.S. Census Bureau, the U.S. Army Missile Command will need to reach 11.4% of blacks in the work force before full compliance with the Federal Equal Employment Opportunity Program is reached.

TABLE 1

Comparison of Percentages of Blacks Recruited Through the
Veteran's Readjustment Program (VRP) and Through
All Other Recruitment Procedures

U.S. Army Missile Command Appointments

	FY 78 N=456	FY 79 N=485	FY 80 N=505	FY 81 N=546	FY 82 N=584	FY 83 N=534	FY 84 N=684
VRP appointments	28	44	74	79	59	86	44
% of total	6.1	9.0	14.7	14.5	10.1	16.1	6.4
Blacks hired through VRP	8	10	17	34	26	29	12
% of VRP appointments	28.6	22.7	23.0	43.0	45.6	33.7	27.3
Mean % = 32.0							

All other appointments	428	441	431	467	527	448	640
Blacks hired through all other procedures	68	56	62	84	94	91	129
% of other appointments	15.9	12.7	14.4	18.0	17.8	20.3	20.2

Mean % = 17.0

IX. IMPLICATIONS

The results of this study have implications in several areas. First of all, without a question, the Veteran's Readjustment Program as administered at the U.S. Army Missile Command had a positive impact on providing employment opportunities for Vietnam Era Veterans. Data available do not allow a statistical comparison of the number of applicants appointed through the Veteran's Readjustment Program who might have received appointments through other recruitment procedures if the Veteran's Readjustment Program had not been available.

The review of the literature supported the contention that Vietnam Era Veterans, when compared to veterans of other areas, generally do not possess the educational work experience needed to compete on a competitive basis with other veterans. Otten (1978) (22) stated that, while veteran's preference was granted originally to help servicemen returning to civilian life make a smoother transition, World War II veterans, who should need no further help, still receive preference. Otten further concluded that retired military personnel often block Office of Personnel Management registers and therefore prevent Vietnam Era Veterans from gaining employment. One means of dealing with this blockage is the Veteran's Readjustment Program which provides an exception to traditional hiring procedures.

The data analyzed in this study show that the Veteran's Readjustment Program brought a significantly larger percentage of blacks into the work force than did other recruitment procedures. If the program is discontinued, it will eradicate an effective recruitment device for black veterans.

The findings of this study have been positive in the area of Equal Employment Opportunity for blacks. Federal agencies and other large-scale organizations should study the results carefully with an eye to possibly utilizing other innovative recruitment procedures to achieve Equal Employment Opportunity for groups that are underrepresented in the work force. New programs often are not as encumbered with red tape and restrictions as are programs that have been in existence for a longer period of time.

X. RECOMMENDATIONS

In-depth studies of Federal recruitment programs should be conducted at Government installations and the results be made available to the Department of the Army for analysis. Research of the Veteran's Readjustment Program should include both its effectiveness for recruitment of targeted personnel and how the performance of those recruited through this program compares to the performance of personnel, in similar positions, recruited through traditional procedures. Studies should be performed to determine if Veteran's preference adversely affects the recruitment of females. Other special emphasis programs, within and outside the Government, should be thoroughly analyzed for their effectiveness as both a tool for recruitment and for achievement of EEO objectives.

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DEFINITION OF TERMS

The following terms are used in this study within the context defined below:

Adverse Impact--A lower rate of selection for a racial, ethnic, or sex group compared to all other groups.

Affirmative Action Plan--An EEO plan for development of employment goals for minorities and women and timetables for their accomplishment.

Certification--The process by which the Office of Personnel Management prepares a list, or certificate, of the names of eligible applicants from a register and sends it to an agency for appointment consideration.

Competitive Position--A position in which relative qualifications of applicants are measured.

Eligible--Any applicant who meets the minimum entrance requirements and is rated "eligible" for Federal employment or receives a numerical rating of 70 points or more on a CSC examination.

Examination--A means of measuring, in a practical suitable manner, the qualifications of applicants for employment in specific positions in the Federal service.

General Schedule (GS)--The graded pay system for Federal employees established under the Classification Act of 1949, as amended.

Mid-Level Positions--A variety of administrative, staff, and technical positions at grades GS-9 through GS-12.

Preference Eligible--An individual who has been honorably discharged from a period of active military service; also certain wives, husbands, widows, widowers, and mothers of veterans.

Rating--A measure of merit of an applicant in an examination. It is expressed as "eligible," "ineligible," or, if eligible, on a scale of 70 to 100.

Register--A list of eligible applicants compiled in order of relative standing for certification. Same as "eligible" list.

Wage Grade (WG)--Positions in trades, crafts, or labor occupations covered by the Coordinated Federal Wage System with pay fixed and adjusted administratively from time to time in accordance with prevailing rates.

Fiscal Year (FY)--Period commencing 1 October and running through September 30 of the following year.

Civil Service Commission--Name changes to Office of Personnel Management in 1978.

Office of Personnel Management--Government Agency responsible for administering the Federal personnel system.

Vietnam Era Veteran--Any veteran who served in the U.S. Armed Forces during the period 5 August 1964 to 7 May 1975.

Underrepresentation--A situation in which the percentages of a minority group within a category of civil service employment is less than its equivalent percentage within the labor force of the country as determined under the most recent decennial or mid-decade census or current population survey taken under Title 13 of the U.S. Code.

Race/National Origin/Sex--Number of qualified or qualifiable persons of each race or national origin and sex origin in the geographic labor market.

Equal Employment Opportunity--Means equal access to all rights and responsibilities of employment without regard to race, religion, national origin or sex.

Affirmative Action--Generally refers to actions designed to make opportunities available to groups previously denied them (i.e., to assure equality of opportunity) and/or to correct the representation imbalances resulting from past inequities.

Civilian Labor Force--The overall proportion of each race, national origin and sex origin group in the total civilian labor force, as defined by the U.S. Department of Labor without regard to specific occupations or qualifications.

Relevant Labor Force--The proportion that each race, national origin and sex origin group comprises of those persons who are qualified or qualifiable for a particular occupation, including different wage levels within the occupation.

Other Veterans--For purposes of this study refers to veterans hired into the work force at the U.S. Army Missile Command through traditional Office of Personnel Management recruitment procedures.

Traditional Office of Personnel Management Recruitment Procedures--For purposes of this study refers to recruitment and selection procedures other than the Veteran's Readjustment Program.

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